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Report of the Secretary-General on women and peace and security

I. Introduction

1. The present report is submitted pursuant to the presidential statement of the Security Council dated 26 October 2010 (S/PRST/2010/22), in which the Council requested me to continue to submit an annual report on the implementation of resolution 1325 (2000), and the presidential statement dated 28 October 2011 (S/PRST/2011/20), issued in connection with the open debate on women's participation and role in conflict prevention and mediation, in which the Council requested me to include in my next annual report a comprehensive overview of specific actions, achievements and challenges to the implementation of that statement, in particular those concerning the participation of women in mediation and preventive diplomacy.

2. Section II of the present report provides an overview of progress since last year in implementing resolution 1325 (2000), including updated data in relation to the initial set of indicators presented in my 2010 report on women and peace and security (S/2010/498, annex). Section III provides information on specific issues raised in the presidential statement of 28 October 2011, including the information requested on women's participation in mediation and preventive diplomacy. Section IV contains concluding observations and recommendations.

3. The report is based on contributions from 27 entities of the United Nations system,[1] including field missions and country offices, and eight regional and

[1] Department of Field Support, Department of Peacekeeping Operations, Department of Political Affairs, Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic and Social Commission for Western Asia (ESCWA), Food and Agriculture Organization of the United Nations (FAO), International Fund for Agricultural Development (IFAD), Office for the Coordination of Humanitarian Affairs, Office for Disarmament Affairs, Office of the Special Adviser on the Prevention of Genocide, Office of the Special Representative of the Secretary-General on Children and Armed Conflict, Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, United Nations Conference on Trade and Development (UNCTAD), Office of the United Nations High Commissioner for Human Rights (OHCHR), Office of the United Nations High Commissioner for Refugees (UNHCR), Peacebuilding Support Office, United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations

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subregional organizations.[2] The report also draws on the findings of my recent reports on strengthening the role of mediation and peaceful settlement of disputes, conflict prevention and resolution (A/66/811) and peacebuilding in the aftermath of armed conflict (S/2012/746).

II. Overview of progress

A. Coordination and accountability for results

4. For the United Nations, major initiatives in the past two years, such as the development of and initial reporting on the resolution 1325 (2000) indicators, steps taken to implement the seven-point action plan on gender-responsive peacebuilding, the adoption of the United Nations strategic results framework on women and peace and security, and the civilian capacity review, have helped to identify good practices, set shared targets and identify areas that need further attention.

5. Last year's report (S/2011/598) highlighted policy initiatives by regional and subregional organizations. Since then, new initiatives to ensure more effective implementation at the regional level have been taken, such as the development of a Pacific regional action plan, the development by the League of Arab States of a regional strategy on women and peace and security, and efforts to secure financing for the implementation of the Economic Community of West African States (ECOWAS) regional action plan for the implementation of resolutions 1325 (2000) and 1820 (2008). The Economic and Social Commission for Western Asia, together with the Inter-Parliamentary Union and the Economic Commission for Africa will support legislators in the region to advance implementation of the resolutions. The adoption in April 2011 of the Council of Europe Convention on preventing and combating violence against women and domestic violence, including during armed conflict, is an important contribution to the strengthening of the legal framework to prevent such violence, protect victims and end impunity. Mechanisms for monitoring and reporting on regional initiatives to implement these commitments on women and peace and security are being strengthened in order to better track progress. The initial reporting on the European Union indicators[3] on women, peace and security, the release in November 2011 of the North Atlantic Treaty Organization (NATO) Secretary-General's first annual report detailing the work of NATO to support the implementation of resolution 1325 (2000) and the appointment of a NATO special representative for women, peace and security are recent examples of efforts to improve accountability for results. Meetings such as the Fourth Ministerial Meeting on the Role of Women in the Development of

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Environment Programme (UNEP), United Nations Office on Drugs and Crime (UNODC), United Nations Population Fund (UNFPA), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), World Health Organization (WHO) and World Bank.

[2] Association of Southeast Asian Nations (ASEAN), Council of Europe, League of Arab States, Organization of American States (OAS), Organization of Islamic Cooperation, Organization for Security and Cooperation in Europe (OSCE), North Atlantic Treaty Organization (NATO) and Shanghai Cooperation Organization.

[3] Indicators for the comprehensive approach to European Union implementation of Security Council resolutions 1325 (2000) and 1820 (2008) on women, peace and security.

Organization of Islamic Cooperation States, to be held in Jakarta in December 2012, also represent opportunities to take stock of progress.

6. At the national level, the number of countries that have articulated their priorities on women and peace and security through national action plans has continued to grow. As of June 2012, 37 Member States[4] had adopted national action plans and a number of others were developing plans. The capacity to implement, monitor, cost and finance those plans still varies significantly. Only seven countries have published dedicated budgets and another 18 countries have indicated that implementation will be resourced through alignment with sectoral budgets. Multi-stakeholder financing mechanisms, as in Burundi, are useful tools to finance the implementation of national action plans. Since the call for indicators by the Security Council in resolution 1889 (2009), the number of national action plans with indicators has increased from 6 to 26 (70 per cent of the plans adopted). In 2012 and 2013, a third of the national action plans are up for review or renewal, offering an opportunity to put in place mechanisms to address gaps adequately in order to ensure effective implementation of the plans.

7. Although national action plans can be useful tools to advance implementation of commitments on women, peace and security, it is equally important to ensure the mainstreaming of those commitments in all relevant policy and planning processes, including at the subnational level. For instance, the Global Network of Women Peacebuilders has been working to enhance the capacity of local government officials in Burundi, Nepal, the Philippines and Sierra Leone to develop local strategies for the implementation of resolution 1325 (2000), and the African Union-United Nations Hybrid Operation in Darfur has supported the establishment of "1325 committees" in all states of Darfur, the Sudan. The integrated or parallel implementation of action plans on the prevention of sexual and/or gender-based violence can build synergies with national action plans. As of July 2012, over 140 countries, including several in post-conflict situations, either have in place a national strategy on violence against women and girls or have included measures to address such violence in national plans covering broader issues.[5]

8. The Convention on the Elimination of All Forms of Discrimination against Women review process and the universal periodic review process of the Human Rights Council are other useful entry points for highlighting concerns and generating recommendations on women and peace and security. The adoption by the Committee on the Elimination of Discrimination against Women of the general recommendation on women in conflict and post-conflict situations which is currently being elaborated could contribute significantly to improved accountability at the national level.

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[4] Austria, Australia, Belgium, Bosnia and Herzegovina, Burundi, Canada, Chile, the Democratic Republic of the Congo, Côte d'Ivoire, Croatia, Denmark, Estonia, Finland, France, Georgia, Guinea, Guinea-Bissau, Iceland, Ireland, Italy, Liberia, Nepal, the Netherlands, Norway, the Philippines, Portugal, Rwanda, Senegal, Serbia, Sierra Leone, Slovenia, Spain, Sweden, Switzerland, Uganda, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

[5] See the Secretary-General's database on violence against women: http://sgdatabase.unwomen.org/home.action.

9. Translating norms into practice must in the end be measured against real change in the lives of women, girls, boys and men across the continuum from conflict to peace. The update on progress provided below highlights good practices and new initiatives, as well as gaps and challenges and areas that need attention.

B. Prevention

10. In the past decade, the international community has firmly expressed its aspiration to move from a culture of reaction to a culture of prevention, as demonstrated by the inclusion of the protection of civilians in the mandates of 8 out of 16 peacekeeping missions. After the mass rape perpetrated in Walikale in 2010, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) established early-warning and response tools to improve the mission's monitoring, reporting and capacity to respond rapidly to threats or incidents of violence. Similarly, after intercommunal violence in Jonglei State in 2011 and 2012, the United Nations Mission in the Republic of South Sudan (UNMISS) initiated the use of indicators on women and girls as part of its civilian protection strategy.

11. Since my previous report, the Security Council received updates on concerns related to the situation of women and girls in armed conflict through country-specific and thematic reports, open debates, briefings by senior officials, including the Under-Secretary-General and Executive Director of UN-Women, Arria Formula meetings and Council field missions. Although significantly improved, data show that the information flow to the Security Council and the Council's response to women and peace and security concerns continue to be uneven.

Box 1

Indicator: Extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council. Of the 58 periodic reports submitted by peacekeeping and political missions to the Security Council during 2011, 46 (79 per cent) included women and peace and security issues (a decrease from 90 per cent in 2010). Improved quality of analysis, however, contributed to an increase in recommendations on women and peace and security: in 69 per cent of reports compared to 25 per cent in 2010.

Box 2

Indicator: Number and type of actions taken by the Security Council related to resolution 1325 (2000). In 2011, a majority of the Council's actions in this area involved requesting specific information in thematic and country-specific reports (including on Afghanistan, Haiti and the Sudan) and establishing or renewing mission mandates with language on women's rights or gender mainstreaming.[a] The Council imposed sanctions on individuals and entities in Somalia responsible for targeting civilians, including children and women, in situations of armed conflict, killing and maiming, sexual and gender-based violence, attacks on schools and hospitals and abduction and forced displacement. Of the resolutions adopted by the Council in 2011, 38 per cent (25 out of 66 resolutions) made specific reference to resolution 1325 (2000), compared to 37 per cent in 2010.

[a] The mandates of 17 missions were extended: United Nations Integrated Peacebuilding Office in the Central African Republic, United Nations Office in Burundi, United Nations Mission for the Referendum in Western Sahara, United Nations Stabilization Mission in Haiti, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, United Nations Assistance Mission in Afghanistan, United Nations Assistance Mission for Iraq, African Union-United Nations Hybrid Operation in Darfur, United Nations Disengagement Observer Force, United Nations Peacekeeping Force in Cyprus, United Nations Interim Force in Lebanon, United Nations Integrated Peacebuilding Office in Guinea-Bissau, United Nations Integrated Peacebuilding Office in Sierra Leone, United Nations Mission in Liberia, United Nations Integrated Mission in Timor-Leste, United Nations Operation in Côte d'Ivoire and United Nations Political Office for Somalia. The new missions established were United Nations Interim Security Force for Abyei, United Nations Mission in South Sudan and United Nations Support Mission in Libya.

Box 3

Indicator: Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports. In 2011, the Security Council undertook one field mission, with segments visiting: Addis Ababa to discuss African Union and United Nations cooperation; Khartoum, Abyei and Juba; and Nairobi, where the mission considered the situation in Somalia, as its members were unable to travel to Mogadishu. The mission's terms of reference included issues regarding women's participation in the Somali and Sudanese peace processes. The mission provided a briefing to the Council (see S/PV.6546) in which no specific issues concerning women and girls were discussed. As of July 2012, the mission report had not been released.

12. The prevention of and response to conflict-related sexual violence remain an urgent priority. My Special Representative on Sexual Violence in Conflict has continued to draw attention to and monitor situations of particular concern. Member entities of United Nations Action Against Sexual Violence in Conflict have continued to work together on catalytic interventions to prevent and respond to incidents of conflict-related sexual violence. An update on patterns of sexual violence and responses by the United Nations system and other actors is provided in my report on conflict-related sexual violence, submitted to the Council in January 2012 (S/2012/33).

Box 4

Indicator: Patterns of sexual violence in conflict and post-conflict situations. The annex to my report on conflict-related sexual violence (S/2012/33) contains a list of parties to conflict that are credibly suspected of committing or being responsible for patterns of rape and other forms of sexual violence in situations of armed conflict in the Central African Republic, the Democratic Republic of the Congo, Côte d'Ivoire and South Sudan. The report also provides information on parties to armed conflict credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence in Colombia, Libya, Myanmar, Somalia and the Sudan (Darfur), and information on conflict-related sexual violence in post-conflict situations and other situations of concern in Angola, Bosnia and Herzegovina, Chad, Liberia, Nepal, Sierra Leone, Sri Lanka and Timor-Leste. Sexual violence in the context of elections, political strife and civil unrest was identified in Egypt, Guinea, Kenya and the Syrian Arab Republic.

13. Preventing sexual exploitation and abuse by United Nations staff and related personnel continues to be a priority for the United Nations and Member States (see A/66/699). One substantiated case is one too many. Data for 2011 indicate a decrease in the number of reported allegations compared to 2010, and an increase in the rate of follow-up; however, there are concerns about possible underreporting. The continued incidence of acts of sexual exploitation and abuse of children and beneficiaries, and allegations of rape are of particular concern. Work to enhance prevention mechanisms, enforce the zero tolerance policy and assert accountability must continue in order to build confidence in reporting mechanisms, to ensure consistent follow-up and to ensure alacrity of investigation. I emphasize the importance of all acts of sexual exploitation and abuse being investigated and prosecuted without delay, in accordance with due process of law and with relevant memorandums of understanding that have been signed between the United Nations and Member States. The Secretariat is committed to supporting Member States in this regard.

Box 5

Indicator: Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed and civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases. In 2011, a total of 102 allegations of sexual exploitation and abuse were made. As of 31 December 2011, investigations had been completed for 26 per cent of the 74 allegations against peacekeeping and special political mission personnel (41 military, 27 civilian and 6 police personnel). With respect to the 25 referrals made to Member States, 13 responses were received indicating intention to conduct an investigation (a 52 per cent response rate, up from a 39 per cent response rate in 2010). With respect to the 35 referrals to Member States for disciplinary action following substantiated allegations received in 2011 or earlier, 22 responses (a 63 per cent response rate) were received indicating that disciplinary action would be or had been taken. Of the 28 remaining above-mentioned allegations, against entities other than peacekeeping and special political missions,[a] 39 per cent were under investigation, 36 per cent were closed owing to the allegations being unsubstantiated or to lack of sufficient evidence, and 25 per cent were substantiated or under review.

[a] Departments and offices of the United Nations Secretariat, agencies, funds and programmes.

14. In its 2011 presidential statement concerning women and peace and security (S/PRST/2011/20), the Security Council stressed the importance of promoting and protecting the human rights of women and girls in the context of the implementation of resolution 1325 (2000). Sustained attention is required to the timely reporting, referral and investigation of, and response to, the broader spectrum of human rights violations against women in armed conflict and in post-conflict situations, including threats and attacks against women human rights defenders.

Box 6

Indicator: Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies. From 1 January to 31 December 2011, Human Rights Council special procedures mandate holders took action by sending a letter of allegation or an urgent appeal in 17 cases concerning alleged violations of women s rights in 9 of the 32 countries or territories reviewed.[a] The majority of cases concerned threats, intimidation, arbitrary detention, killing, sexual violence and other violent attacks against women human rights defenders. The victims included lawyers, journalists, trade union activists, indigenous leaders, bloggers, women's rights activists and political opponents.

[a] Countries or territories in which a political, peacebuilding or peacekeeping mission operated during 2011, or concerning which the Security Council was seized between 1 January 2009 and 31 December 2011, or countries or territories that were eligible for peacebuilding funds in 2011.

Box 7

Indicator: Number and percentage share of women in governance bodies of national human rights bodies. As of 31 December 2011, 11 of the 32 countries or territories reviewed[a] had accredited national human rights institutions.[b] Women represented 25 per cent of the membership of the governing bodies of those institutions. Nine institutions (82 per cent) devoted specific sections or chapters to the situation of women in their annual reports. Units, departments, working groups or focal points in seven institutions (64 per cent) specifically addressed women's rights. Two of the 11 institutions (18 per cent) had departments dealing with marginalized and discriminated groups that also focused on women and girls.

[a] See box 6, note a.

[b] Only institutions accredited with A or B status by the International Coordination Committee of National Institutions for the Promotional Protection of Human Rights were considered. For information on the accreditation procedure, see http://nhri.ohchr.org/EN/Pages/default.aspx.

15. The United Nations and the international community are increasingly focused on emerging threats to peace, security and the rule of law, such as transnational organized crime and illicit trafficking, and the root causes of conflict, including economic and social justice issues (S/2011/634, para. 4) and the management of natural resources. These issues affect women and men differently owing to gender-based discrimination and gender inequality and therefore require gender-responsive analysis and responses. Over the past year, various actors have made efforts to make such linkages more visible. Research[6] from the Democratic Republic of the Congo on illegal mining practices, for example, highlighted patterns of sexual slavery, sexual abuse and trafficking in seven provinces.

16. More actors are now engaged in assessing the risks of armed conflict and escalation of violence around the globe, and the use of new technologies for incident and crisis mapping is increasing. Closer cooperation between the United Nations and regional and subregional organizations with early-warning systems, such as the African Union, ECOWAS and the International Conference on the Great Lakes Region, is contributing to better quality data, including on sexual violence in conflict. Significant improvements in access to information, including on threats against women and girls, have yet to produce consistent early action. Swift action to prevent violent conflict remains a significant challenge for the international community.

17. Effective conflict prevention is embedded in long-term investments in women's and girls' empowerment and in support for women's efforts to build peace. Immediate priorities include building the capacity of peacekeepers and security-sector actors to take preventive action in response to gender-specific security threats, in particular sexual violence; strengthening the conflict prevention role of

[6] MONUSCO, "*Etude sur l'impact de l'exploitation artisanale des ressources naturelles sur le développement, l'autonomisation et l'avancement de la femme et de la fille en République Démocratique du Congo*" (Kinshasa, 2011).

regional organizations; regular consultation with women's groups by leaders of international and regional organizations and other mediation and peace leaders; and the continued insertion in mandates established and renewed by the Security Council of specific instructions for women's engagement in conflict prevention.

C. Participation

18. In 2011, the Council expressed concern about the persistence of obstacles to women's engagement in mediation and peacebuilding efforts (see S/PRST/2011/20). Although good examples of improvements in women's participation and representation can be identified, progress remains slow.

Box 8

Indicator: Representation of women among mediators, negotiators and technical experts in formal peace negotiations. In 2011, women were represented in the mediation support teams of 12 of the 14 United Nations co-led peace negotiations (86 per cent). Of these 14 peace processes, only 4 of the negotiating party delegations included a woman delegate. Gender experts were deployed to 5 of 11[a] relevant peace negotiations (45 per cent). Consultations with women's civil society organizations were conducted on a regular basis in 7 of those 11 negotiations (64 per cent).

[a] Three of the 14 peace negotiations in 2011 — two on border demarcation disputes and one on a country name dispute — were negotiated at the ministerial level at United Nations Headquarters and did not explicitly involve women and peace and security dimensions.

19. The recently issued Guidance for Effective Mediation (A/66/811, annex I) emphasizes that the gender dimensions of mediation should be clearly and consistently articulated. Agreements without gender-sensitive provisions can limit women's opportunities to achieve basic security, as well as political, economic and social empowerment. The available data indicate little progress in this area.

Box 9

Indicator: Percentage of peace agreements with specific provisions to improve the security and status of women and girls. In 2011, nine peace agreements[a] were signed involving eight countries, with only two (22 per cent) containing women and peace and security provisions — the same percentage as in 2010. The United Nations was the co-lead mediator for four of the nine brokered peace agreements (Madagascar, Somalia, the Sudan and Yemen). Two of those four agreements have specific women, peace and security provisions focusing on women's participation in the implementation of the agreements. In the Somalia road map a quota was specifically requested for women's representation in transitional bodies and in the implementation of the road map.

The December 2011 peace agreement in Yemen called for women's representation in transitional bodies and the adoption of legal and other means to protect and advance the human rights of women. The United Nations provided mediation support to both agreements.

[a] The Department of Political Affairs defines ceasefire or peace agreements as contracts signed between at least two parties to a conflict, intending to end or significantly transform a violent conflict so that it may be addressed more constructively.

20. Periods of transition offer opportunities to design and adopt strategies that are conducive to increasing the level of women's participation in politics. About one third of the countries with 30 per cent or more women parliamentarians are countries with transitional experience. In countries in which the Security Council at any time since 1989 established a mandate related to elections, women made up 23.5 per cent of parliamentarians in June 2012, which is higher than the global average.

21. While women's parliamentary representation has increased globally, the rate of progress has remained slow. The outcomes of the nine post-conflict elections in 2011 indicate that temporary special measures, including electoral gender quotas, which are most frequently used in proportional representation systems, remain an effective way to increase the number of women in decision-making bodies. The percentage of parliamentary seats won by women ranged from 4 to 13 per cent in the eight countries with no legislated electoral gender quotas and an electoral system that involved a plurality/majority-based race. By contrast, women won 35 per cent of seats in Uganda, where quotas were applied. Several countries adopted temporary special measures in 2011. Haiti adopted an electoral gender quota of 30 per cent after its elections failed to return women to more than 4 per cent of the seats in parliament. In Timor-Leste, the electoral law was amended to raise the electoral gender quota from 25 to 30 per cent. Libya adopted a quota requiring parties to alternate male and female candidates on the lists submitted in the proportional representation race.

Box 10

Indicator: Women's political participation in parliaments and ministerial positions. As of 31 March 2012, women made up 20 per cent of parliamentarians globally, slightly up from 19 per cent in June 2011. In the 32 countries or territories reviewed,[a] women on average made up 18 per cent of parliamentarians; in five countries women had a higher than 30 per cent representation rate in parliament (Burundi, Nepal, Rwanda, Timor-Leste and Uganda, all of which have legislated quotas and most of which have an electoral system involving proportional representation) and in eight countries a rate of 10 per cent or less (Comoros, the Democratic Republic of the Congo, Georgia, Guinea-Bissau, Haiti, Lebanon, Myanmar and Somalia). As of 1 January 2012, women held 23 per cent of the ministerial positions in the countries reviewed (28 of the 32 countries or territories reviewed had data on this).

[a] See box 6, note a.

22. While temporary special measures are important, addressing the structural factors that discourage women's candidacy and electoral participation require renewed attention. Effective measures to that end include engagement with electoral management bodies, the registration of women voters, women's access to identity cards, codes of conduct for the media and political parties, the establishment of women's cross-party associations, and awareness-raising and training for election officials and for women voters and candidates.

23. Equally important are measures to improve security for women in elections. One model spearheaded by women's civil society groups for civil society engagement in election monitoring is the election "situation room". The situation room established during the 2012 election in Senegal brought together women, youth, the media, election stakeholders, and religious and traditional institutions to work together to ensure a peaceful electoral process, observe campaigning and polling incidents and coordinate prevention and rapid response. The impact of election-related violence on women and the need to invest more in its prevention are gaining increased attention. The May 2011 Praia Declaration on Elections and Stability in West Africa, for example, underlined the need to ensure fair protection to all voters and candidates, in particular female candidates, against violence, intimidation and other forms of human rights violations.

24. Efforts are needed to increase the numbers of elected or appointed women officials in local governance or public administration. In Timor-Leste, the current local development programme provides good practice, calling for women to hold 50 per cent of positions in subdistrict-level bodies. Another example is from the central region of Afghanistan where Afghan partners and the United Nations Development Programme (UNDP) are addressing the gap in women's representation on provincial peace councils by supporting a network of female councillors to strengthen their engagement in local decision-making processes.

25. In 2011, the Security Council encouraged regional and international organizations to take steps to increase the numbers of women in representative roles in those organizations, including the United Nations. This remains an area where more efforts are needed, in particular at the middle and senior management levels.

Box 11

Indicator: Women's share of senior positions in United Nations field missions. As of 31 December 2011, women headed 6 of the 28 peacekeeping, political and peacebuilding missions (in Burundi, the Central African Republic, Cyprus, Liberia, South Sudan and Timor-Leste) compared to 5 in June 2011, and were deputy heads of 5 (in Burundi, the Democratic Republic of the Congo, Iraq, South Sudan and the Sudan (Darfur)), the same number as in June 2011. Compared to June 2011, women's share of senior positions (P-5 to D-2) had dropped to 18 per cent from 23 per cent in the political and peacebuilding missions and to 21 per cent from 24 per cent in the peacekeeping missions. In the nine reporting programme entities[a] operating in the 32 countries under review,[b] women's share of senior positions is 31 per cent.

[a] The Office for the Coordination of Humanitarian Affairs, OHCHR, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNRWA and UN-Women.

[b] See box 6, note a.

26. The Security Council has continuously encouraged Member States to deploy more female military and police personnel to United Nations peacekeeping operations. As of 31 December 2011, women made up 10 per cent of United Nations police and 3 per cent of military staff in peacekeeping missions. The Police Division of the Department of Peacekeeping Operations has continued to implement the United Nations Global Effort, which set a target of reaching 20 per cent female police participation in peacekeeping operations by 2014. Several initiatives have been developed to promote the achievement of that goal. For example, in August 2011 the Police Division launched the United Nations International Network of Female Police Peacekeepers to raise the profile of female police in international peace operations.

27. Increased numbers alone are not enough. Gender expertise is also needed, as was noted in last year's report. The United Nations and regional and subregional organizations continue to improve their capacity in this area. In 2012, the Department of Political Affairs formalized the gender expert position in the United Nations standby team of mediation experts for rapid deployment and increased the share of women technical experts on the mediation roster to 36 per cent and the share of gender experts (both male and female) to 10 per cent. The standby team, along with other partners, played a crucial role in facilitating a positive result during the 2011 Garowe negotiations on Somalia, in which the parties agreed to a ratio of 30 per cent participation for women in the Independent Electoral Commission, the National Constituent Assembly and the new Federal Parliament. I encourage Member States to take advantage of the technical gender expertise available within the United Nations system. A review of how gender expertise is structured and deployed within the United Nations system is currently under way and will result in recommendations for increasing effectiveness.

Box 12

Indicator: Percentage of field missions with gender experts. As of December 2011, all multidimensional peacekeeping operations and political missions managed by the Department of Peacekeeping Operations have gender advisers. Of field missions managed by the Department of Political Affairs, including regional offices, 50 per cent have gender advisers — an increase from 46 per cent in 2011. Of five reporting agencies, funds and programmes, UN-Women had gender advisers in all existing operations in the countries and territories of concern;[a] the Office for the Coordination of Humanitarian Affairs, UNDP and UNFPA had gender advisers in 50, 42 and 24 per cent of the operations, respectively; and UNRWA had one gender adviser.

[a] See box 6, note a.

28. In recent years more attention has been given to the importance of inclusivity in post-conflict peacebuilding processes and the need to lay the foundations for non-discriminatory and broad-based decision-making processes. A number of United Nations entities have supported the engagement of women's leaders and civil society organizations in national dialogue processes as a strategy to sustain

peacebuilding. For example, in South Sudan, UNMISS supported the establishment of a Community Women Peace Dialogue Forum which engages women from different communities in identifying early warning signs of conflict, in mediating community conflicts and in leading campaigns to prevent sexual and gender-based violence. In Guinea-Bissau, the United Nations Integrated Peacebuilding Office and UNDP organized a preparatory conference for women delegates to the national dialogue process. In Yemen, UNFPA and UN-Women are partnering to support women's engagement in the country's upcoming national dialogue.

29. The United Nations continues supporting open day consultations on women and peace and security issues between women in civil society and senior United Nations representatives. In 2011, consultations were held in 15 countries, and two regional consultations were organized in West Africa and South Asia.

30. Elections scheduled over the next 12 months in post-conflict countries offer opportunities to promote higher participation of women, including through the use of temporary special measures. Other priority areas for improving the engagement of women in peacemaking and peacebuilding processes include the creation of incentives for negotiating parties in peace processes to include women, the provision of opportunities for women's groups to engage in conflict-resolution and peacebuilding processes, commitments to increase the number of women appointed to position at the national and local levels, greater use of gender expertise in conflict-resolution and peacebuilding processes, and capacity-building for women's civil society organizations. The United Nations and regional organizations must continue to take steps to increase the number of women involved in decision-making and redress any decline in the proportion of women at senior levels.

D. Protection

31. Women and girls continue to be affected by violations of international human rights, humanitarian and refugee law, including forced displacement, constraints on humanitarian access, and sexual and gender-based violence. During the past year, sexual violence and the threat of sexual violence continued to be employed as a tactic of conflict across a range of contexts, including in Côte d'Ivoire, the Democratic Republic of the Congo, Libya, the Syrian Arab Republic and northern Mali. In Afghanistan, the United Nations Assistance Mission in Afghanistan reported an increase in the number of women and children killed in conflict-related violence in 2011 compared to 2010.

32. Over the past year, investments have been made across regions to strengthen good practices that have proven effective for the protection and promotion of the human rights of women and girls in armed conflict and post-conflict settings. For example, in Mogadishu a Women's Civilian Protection Unit was established as a community patrol mechanism. In contexts such as Afghanistan, the Democratic Republic of the Congo, Georgia, Kyrgyzstan and Somalia, legal clinics have improved women's access to free legal aid. Through newly established rapid response and surge teams, as well as information management mechanisms coordinated by UNFPA, UNHCR, UNICEF, WHO and partners, increased support is available to countries to address gender-based violence. UNHCR launched a five-year Light Years Ahead campaign aimed at raising funds to improve basic cooking and security-related lighting needs of more than 450,000 refugees in seven African countries. The

establishment of "one stop" centres, such as the Sexual Assault and Referral Centre at the Hargeisa Central Hospital in Somaliland, or centres for integrated services, such as the 10 *centres d'excellence* in Côte d'Ivoire, can significantly improve the access of victims of sexual and gender-based violence to holistic services. Improving predeployment training for military and police personnel participating in peacekeeping missions, and building the capacity of national security-sector actors and institutions to prevent and respond to sexual and gender-based violence remain priorities.

33. The 2011 Regional Dialogues with Refugee Women organized by UNHCR demonstrated that women and girls continue to face gender-specific risks in all protection areas. Lack of registration documentation often means women are unable to access health and education services or other benefits. Emergency registration programmes in internally displaced people's camps and civic registration in the immediate aftermath of conflict can have a positive impact on women's empowerment.

34. I reiterate the need for clear instructions, directives and guidance on how to promote and protect the human rights of women and girls. In Liberia, the National Standard Operating Procedures for Prevention and Response to Sexual and Gender Based Violence in Liberia have enabled specialized entities to ensure full adherence to best practices and minimum standards that meet international safety and ethical guidelines. Efforts have been made to include measures to protect the human rights of women and girls in the operational directives of peacekeeping missions.

Box 13

Indicator: Extent to which measures to protect the human rights of women and girls are included in directives issued by heads of military components and heads of police components of peacekeeping missions. Of 16 military strategic concepts of operations and force operation orders issued from 2007 to mid-2012 across nine peacekeeping operations,[a] 9 (56 per cent) included measures to protect the human rights of women and girls. Of police components in 13 missions, 54 per cent[b] had been issued with concepts of operations that included those measures.

[a] MINUSTAH, MONUSCO, UNAMID, UNIFIL, UNMIL, UNISFA, UNMISS, UNMIT and UNOCI.

[b] MINUSTAH, MONUSCO, UNAMID, UNIOGBIS, UNMIL, UNMISS and UNMIT.

35. In many conflicts, the use of explosive weapons in populated areas remains a major cause of forced displacement. People also flee in fear of violence, or are forced from their homes at gunpoint or by other means. The availability and limited control of small arms and light weapons continue to facilitate gender-based crimes, such as rape and other forms of sexual abuse and violence. The Arms Trade Treaty negotiations held in New York in July 2012 did not result in an agreement. The Committee on the Elimination of Discrimination against Women issued a statement[7]

[7] Available at www2.ohchr.org/english/bodies/cedaw/docs/statements/StatementGenderPerspective.pdf.

emphasizing the negative impact of unregulated arms trade on women's rights and calling on Member States to agree upon a robust treaty that would emphasize the security of women and girls as an indicator of peace and stability.

36. Although many of the initiatives highlighted have contributed in significant ways to improving security and accountability, they are regrettably still often limited in scope and in geographic coverage. Serious weaknesses in judicial systems, absence or weak implementation of laws aimed at protecting women and girls, impunity and lack of support services, particularly in rural and remote areas, remain. These situations are exacerbated by signs of backsliding on women's rights in some transitional contexts. In Afghanistan, national women's groups, while welcoming an effort to mediate an end to overt violent conflict, have voiced concerns both over the readiness of the national authorities to take on national security and the potential for a peace deal to be made at the cost of women's hard-fought rights. Progress on women's protection must be sustained.

E. Relief and recovery

37. The United Nations system has committed to developing and implementing a range of actions in support of national efforts to ensure gender-responsive planning, funding and implementation of relief and recovery initiatives in conflict and post-conflict situations. For example, all post-conflict needs assessments undertaken since 2010 have included dedicated gender expertise — a direct consequence of work related to planning detailed in my report in 2011. The Joint Socio-Economic Impact Assessment in Yemen provides an example of good practice: specific technical support on gender and peacebuilding resulted in women's engagement in transitional planning and a draft road map setting out objectives for women's participation in recovery.

38. Gender-responsive planning frameworks serve as strategic tools for women's empowerment and rights in post-conflict contexts only when they are supported by adequate budgets. Unfortunately, there has been slow change in the share of budgets allocated to women's empowerment and gender equality projects and programmes in post-conflict contexts, leaving the goal of targeting 15 per cent of spending to this area unmet. A study of over 200 project documents from United Nations-managed multipartner trust funds and joint programmes in six countries found that on average 7.1 per cent of project budgets targeted gender-specific needs or issues in 2012,[8] marking only a small increase from the estimated 5.7 per cent allocated in 2010. There are country-level initiatives to address this situation. For example, as part of efforts to implement the seven-point action plan on gender-responsive peacebuilding, the United Nations country teams in Guinea-Bissau, Kyrgyzstan, Liberia, Nepal and the Sudan have all committed to generating a baseline of spending on women's needs and integrating remedial measures where necessary. In addition, the Peacebuilding Fund has met its interim goal of allocating 10 per cent of its resources to meeting women's needs.

39. A growing number of United Nations entities are developing resource tracking methods, or gender markers. I will continue my efforts to support greater coherence

[8] UN-Women, *What Women Want: Planning and Financing for Gender-Responsive Peacebuilding* (New York, forthcoming 2012).

in this regard, including through the United Nations Development Group-led development of a set of common principles for gender marker systems and the prioritization of the full roll-out of gender markers in post-conflict contexts. I have asked all United Nations entities, consistent with their respective organizational mandates, in countries eligible to receive funding from the Peacebuilding Fund, to track and report on the proportion of their post-conflict peacebuilding project funds allocated in 2012 to address women's specific needs, advance gender equality or empower women (both as principal and significant objectives). In late 2011, the Office for the Coordination of Humanitarian Affairs, through gender advisers provided by the gender standby capacity project, supported the application of the Inter-Agency Standing Committee gender marker to all consolidated appeal projects. In the Occupied Palestinian Territory this support resulted in a drop in the proportion of "gender-blind" projects from 70 per cent to 28 per cent and an increase in the proportion of projects that met both women's and men's needs from 20 per cent to 72 per cent.

Box 14

Indicator: Proportion of United Nations system funding used to address gender equality issues, including multipartner trust funds. The Peacebuilding Fund uses a gender marker system adopted in 2009 and based on the 0 to 3 scoring system pioneered by UNDP. A score of 2 means that projects have gender equality as a "significant" objective and a score of 3 means that projects have gender equality as a "principal" objective. In 2011, projects that scored a 2 were allocated 78 per cent of funding — up significantly from 39 per cent in 2010; and projects that scored a 3 received 11 per cent, compared to 5 per cent in 2010. The United Nations Peace Fund for Nepal provides another example of gender marker use: as of June 2012, 22 per cent of projects addressed gender equality and/or the empowerment of women, representing 9 per cent of the total budget allocation.

40. In 2010, I reported on progress in setting United Nations standards for women's engagement in post-conflict economic recovery programming. While piecemeal, there are some results at the local level. UNRWA continues to provide an excellent example of good practice in this area. In Gaza, 31 per cent of beneficiaries participating in an UNRWA job creation programme are women. In the West Bank, women's participation in this project has reached 41 per cent. In Liberia, UN-Women has been piloting the establishment of village savings and loan associations. The Central Bank of Liberia now recognizes these women's village savings and loan associations as a viable means of improving financial services for rural women and has invited the associations to apply for capital investments from the Central Bank of Liberia at low interest rates. In Iraq, UNDP and partners are working with the Government of Iraq to ensure the equal inclusion of women business representatives in an initiative to professionalize and build the Iraqi private sector.

Box 15

Indicator: Percentage of benefits from temporary employment in the context of early economic recovery programmes received by women and girls. While no global information is available yet, initial reporting from Burundi, Haiti and Somalia show that, as of mid-2012, women constituted 39 per cent of the total of 42,957 participants in emergency and short-term employment programmes in these countries.

41. Investing in women's economic capacities and employment is not only important to women's own empowerment but also key to long-term peace and recovery. A 2012 study on the impact of women's engagement in economic recovery indicates a positive statistical relationship between female employment and increases in family and community welfare in post-conflict contexts, particularly when women have access to less vulnerable jobs.[9] However, it also notes that women-targeted economic interventions continue to be largely clustered around support to engagement in the informal economy and do not permit a significant shift in their rate of market engagement. Constraints on women's access to and ownership of land and property also pose serious obstacles to their economic empowerment. These constraints can be exacerbated by a lack of education and skills, leaving women and girls vulnerable to exploitation, a problem that UNICEF is addressing through its global education and peacebuilding programmes, supported by the Government of the Netherlands. Increasing the number of "women frontline service delivery agents" in the areas of water, health, education, registration services and agriculture is another strategy for supporting women's economic recovery, and a method of improving household and community recovery. In Rwanda, UNDP, UN-Women and partners are supporting women's employment as agricultural extension service providers. This has increased the productivity of women farmers. In Kenya and Timor-Leste, the World Bank and the overseas aid programme of the Government of Australia have promoted the inclusion of women in water management bodies and their training as water utility agents. I have asked UNDP and UN-Women, with other relevant partners, to collaborate on gender mainstreaming in economic recovery, with particular attention to improving systematic reporting and supporting national capacity to recruit women as frontline service providers.

42. Although the majority of disarmament, demobilization and reintegration programmes continue to lack robust social components necessary for the effective reintegration of male and female ex-combatants and supporters into their communities, some good practices were reported over the past year, signalling increased commitment to gender issues. In Nepal, the United Nations inter-agency rehabilitation programme (2010-2012) supported 428 women ex-combatants to undergo various training to help them transition from army to civilian life. Over half of those women gained employment or started their own businesses.

[9] UN-Women, *Women working for Recovery: the Impact of Female Employment on Family and Community Welfare after Conflict* (New York, forthcoming 2012).

Box 16

Indicator: Percentage of benefits from disarmament, demobilization and reintegration programmes received by women and girls. In 2011, women represented about 7,000 out of a total of 36,176 participants (20 per cent) in United Nations-supported disarmament, demobilization and reintegration programmes, which included reinsertion, socioeconomic reintegration and employment support and vocational and microenterprise training. The percentage of female beneficiaries differs between countries and programmes, ranging from 47 per cent in Burundi and 34 per cent in Nepal to 13 per cent in the Sudan.

43. Greater efforts are needed in the coming year to increase the level of prosecution of sexual and gender-based violence crimes and address weaknesses in justice systems. My 2011 report on the rule of law and transitional justice in conflict and post-conflict societies (S/2011/634) emphasized the need to support national reparations programmes, which have particular importance for women in post-conflict situations. The Human Rights Council has appointed the first Special Rapporteur on the promotion of truth, justice, reparations and guarantees of non-recurrence. I expect the new mandate to pay particular attention to the rights of women in transitional justice processes.

44. In the follow-up to the closing of the first case of the International Criminal Court with the sentencing of Thomas Lubanga in July 2012, the reparations order issued by the Court notes the need for specific attention to be paid to the needs of survivors of sexual and gender-based crimes and lays out innovative recommendations to overcome administrative obstacles faced by women, such as the possession of formal identification documents. In December 2011, the Supreme Court of Colombia issued an important ruling mandating reparations for the unlawful recruitment of children into armed groups. The ruling stated that reparations include monetary compensation and medical and psychological care, that additional compensation be paid to girls, now young women, who were affiliated with fighting forces and that sexual violence crimes should be specifically investigated.

45. In line with my commitment outlined in my previous report, gender experts supported the commissions of inquiry formed by the United Nations in Côte d'Ivoire, Libya and the Syrian Arab Republic to investigate human rights abuses against women. In Libya, the commission of inquiry concluded that sexual violence played a significant role in provoking fear, and developed recommendations to address that issue. To ensure the availability of rapidly deployable experts for such bodies, UN-Women is organizing training in partnership with Justice Rapid Response and the Institute for International Criminal Investigations to increase the pool of trained investigation experts on sexual and gender-based violence.

46. National truth commissions and other transitional justice mechanisms continue to require support from gender experts to ensure women's experiences of conflict are fully documented and contribute to full accountability.

Box 17

Indicator: Extent to which truth and reconciliation commissions include provisions in their mandates to address the rights and participation of women and girls. From 2004 to 2012, 12 truth commissions were established.[a] Of those, only 3 (25 per cent) explicitly included provisions on sexual and gender-based violence crimes in their mandates. One called for dedicated gender and children's experts to be part of the commission (Liberia) and another for a special services unit to include gender issues (Kenya). Of the 7 commissions among the 12 with publicly available outcome reports, 5 (71 per cent) included gender-specific recommendations. On the 10 commissions opened between 2000 and 2003, 23 per cent of the commissioners on average were women, while on the 12 opened since 2004, 28 per cent of the commissioners were women.

[a] In Paraguay (2004), Morocco (2004), Liberia (2006), Ecuador (2007), Mauritius (2009), Solomon Islands (2009), Togo (2009), Kenya (2009), Canada (2009), Honduras (2010), Côte d'Ivoire (2011) and Brazil (2011/12). The year 2004 is used as the baseline as it was the first year in which a report of the Secretary-General on the rule of law and transitional justice (S/2004/616) provided agreed definitions and guidance in the area of transitional justice and the first recommendations for the United Nations on women's access to justice through those mechanisms.

47. International assistance for relief and recovery work is essential in supporting countries to break the cycle of violence and lay the foundations for just and sustainable peace. In allocating assistance the international community has a responsibility, and a pragmatic imperative, to ensure that that assistance benefits women, girls, boys and men equally. For its part, the United Nations must manage mission transitions to ensure sustained financing and attention to women's rights and gender equality, with a particular focus on increasing the attention given to women's economic recovery needs and access to basic services.

III. Advancing gender-responsive resolution and prevention of armed conflict

48. In its presidential statement adopted in connection with the open debate on "Women's participation and role in conflict prevention and mediation" (S/PRST/2011/20), the Security Council, inter alia, encouraged Member States and international and regional organizations to take measures to increase the numbers of women involved in mediation efforts and in representative roles in regional and international organizations. The Council stressed the importance of creating enabling conditions for women's participation during all stages of peace processes and of countering negative societal attitudes regarding full and equal participation of women in conflict resolution and mediation. The Council underlined the importance of the participation of women in international dialogues, contact groups, engagement conferences and donor conferences in support of conflict resolution. It reiterated the need to support, as appropriate, local women's peace initiatives.

49. Mediation and conflict prevention are at the core of the United Nations mandate and are key priorities in the action plan of my second term. In my recent report on strengthening the role of mediation in the peaceful settlement of disputes, conflict prevention and resolution (A/66/811), which outlines recent developments, trends and challenges in mediation today, I emphasized that more determination and consistent efforts are needed to ensure that all mediation efforts adhere to normative frameworks such as resolution 1325 (2000). In contributions to the report, a number of Member States emphasized that particular attention must be given to the role of women in mediation processes (see A/66/811, annex II). It is expected that new guidance and tools on gender and mediation, such as the Guidance for Mediators on Addressing Conflict-Related Sexual Violence in Ceasefire and Peace Agreements,[10] and concrete commitments on gender and mediation in the United Nations Guidance for Effective Mediation and in implementation frameworks such as the seven-point action plan for gender-responsive peacebuilding will contribute to renewed action.

50. One of the lessons learned is the importance of raising gender-specific issues early on — from the onset of the conflict analysis phase and the earliest moments of peace negotiations. This can help ensure that provisions related to gender equality are included in peace accords. While such references in themselves cannot ensure that gender equality or women's rights are promoted subsequently, they can create strategic entry points for future action. Analysis of past peace agreements shows, however, that gender-specific references often are worded in general terms and limited to the preamble or annexes. Specific provisions on issues such as sexual violence, inclusive power and wealth sharing, and representation of women on implementing bodies almost never appear in the text of a peace agreement. There are noteworthy exceptions. For example, in 2011, the combination of strong gender analysis, active efforts by my Special Adviser on Yemen and close engagement with women leaders and groups resulted in the inclusion of gender-specific commitments in the Yemen Transition Agreement. Also in 2011, the Somalia Road Map requested a quota for women's representation in transitional bodies and in the implementation of the road map.

51. A range of measures can help increase women's representation in peace processes, such as investments in mediation capacity-building for women leaders and provision of special security and childcare arrangements for participants. Alongside formal negotiations, women's rights groups and activists seek to voice women's concerns and priorities. It is critical to support those efforts and provide specific resources for women civil society leaders and women's organizations, such as capacity-building in leadership, conflict analysis, and negotiation and communication skills.

52. The Department of Political Affairs-UN-Women Joint Strategy on Gender and Mediation seeks to elevate the participation of women in United Nations mediation efforts, to deploy and to build capacity to address gender issues in peace processes, and to strengthen the capacities of women's civil society organizations and their leaders to engage in conflict resolution. For example, it has supported training for mediation experts, political officers and gender experts on gender issues in peace processes, and strengthened coalition-building and information-sharing among

[10] Available at www.un.org/wcm/content/site/undpa/main/issues/sexual_violence.

women's peacebuilding organizations.[11] Results have already been recorded from conflict prevention and mediation training provided to around 200 women leaders from the Balkans, Central and South Asia and West Africa over the past year. For example, Malian participants travelled in April 2012 to the Ouagadougou talks in Burkina Faso, where they raised awareness of the conflict-related sexual violence occurring in northern Mali and ensured that it was mentioned in the subsequent declaration.

53. Many mediation and conflict prevention efforts take place at the subnational and local levels. In those efforts women often play a critical role. In Timor-Leste, for example, the UNDP conflict prevention initiative, with national and international development partners, supported the Government in establishing a cadre of community mediators to be absorbed into the newly created Department of Peacebuilding and Social Cohesion, of whom 50 per cent are women. Those mediators were deployed to assist with local land conflicts and in communities targeted for the resettlement of internally displaced persons. Another example is the all-women contingent of the civilian protection component of the international monitoring team in Mindanao, the Philippines, monitoring ceasefire compliance and agreements between the Government of the Philippines and the Moro Islamic Liberation Front. Through regular patrols and community visits and reporting, the all-women contingent performs a critical early warning function. The work of the women's peace committees in Kyrgyzstan in leading people-to-people diplomacy, monitoring and reporting tensions and violations of women's human rights is another often-cited good example of the role that women can plan in mediation and conflict prevention.

54. Insufficient attention has been given to scaling up women's community initiatives to the national level and improving women's access to national or international dialogue or mediation processes. One of the most constructive investments for enhancing the reach, visibility and sustainability of such efforts is to support capacity-building of women's peace organizations.

55. A crucial form of support is to systematically invite women to participate in conflict resolution and peacebuilding efforts. Delegations of women are often asked to participate in peace talks, international engagement and donor conferences at the last minute and they do not have the same opportunities for preparation as other delegates. In 2011, women civil society representatives took part in three of four international donor and strategy conferences, on the Central African Republic, Afghanistan and South Sudan. At the South Sudan conference in Washington, D.C., women's participation was supported through a two-day "gender symposium" in the lead-up to the conference that was opened and attended by senior officials of the Government of the United States and South Sudan. The delegation presented a statement of priorities to the conference plenary, resulting in greater attention being given in the conference proceedings to funding women's needs. That involvement serves as good practice for national and international actors in engaging women's groups in international decision-making. Attention to women's needs in the conferences must be followed up by attention to women's needs in the recovery and peacebuilding processes themselves.

[11] See the online UN-Women database of women's peacebuilding organizations: https://peaceorganizations.unwomen.org/.

56. Involving women's organizations from the early stages when conflict resolution and peacebuilding efforts are planned will help build their capacities to engage effectively and to learning through their exposure to those processes. I urge Member States and international and regional organizations to bear this in mind when supporting peace efforts or when planning international engagement processes.

IV. Observations and recommendations

57. Important strides have been made in the past year in promoting women's rights in conflict prevention, resolution and peacebuilding. The number of Member States and regional organizations with a dedicated implementation framework, strategy and/or coordination mechanisms in place has continued to grow. Investments in building the capacity of civilian and uniformed staff and improving the guidance, training and availability of technical gender experts to support fact-finding and assessment missions, mediation, negotiation, programme design and implementation and planning processes, investigations and commissions of inquiry are showing results. Early warning mechanisms have increased their capacity to detect and report threats to women and girls.

58. While distinct achievements have been made at the country level, I remain concerned about the continued slow progress in women's participation and representation in peace talks, in the inclusion of provisions for promoting women's and girls' rights in peace agreements and in increasing women's representation in elected and appointed posts; the persistence of serious protection gaps, obstacles to women's and girl's access to justice and signs of the weakening of women's rights in some contexts; and the slow change in the share of budgets allocated to women's empowerment and gender equality in post-conflict contexts. To ensure more robust progress across the whole women and peace and security agenda in the coming year the following three areas require action.

A. Consistency in the implementation of international norms and standards on the human rights of women and girls in all efforts to prevent and resolve conflict and build peace

59. Consistent and visible commitment and advocacy by national, regional and international leadership is needed to promote, ensure respect for and uphold international norms and standards on women's participation and the human rights of women and girls in all efforts to prevent and resolve conflict and build peace.

60. Requests for specific information on the situation of women and girls in country and thematic reports and oral briefings by senior officials and envoys — and questioning any lack thereof — and engaging in dialogue and exchange with women's civil society leaders, including through Arria Formula meetings or the Council's field missions, are essential ways in which the Council can demonstrate committed leadership and ensure it receives relevant information. I commend the increasing inclusion of explicit references to women and peace and security commitments across the Security Council's actions, including specific instructions on promoting the rights, protection and empowerment of women and, recently, support for the development of civil society in a growing number of mission mandates. **I encourage the Council to consistently continue this practice and**

ensure that all country-specific and thematic decisions and the establishment of or renewal of mission mandates are reviewed from the perspective of their impact on the empowerment and human rights of women and girls, and that related instructions are included in mandates.

61. It is essential to ensure sustainability and consolidate gains made in the promotion of women's and girls' rights and empowerment in transitions from peacekeeping to peacebuilding and development. There is some concern that mission drawdown can be associated with a drop in levels of funding and attention to gender equality commitments, and an erosion in levels of security and protection for women and girls. **I call on Member States and regional organizations to explore means to ensure the continued implementation of resolutions on women and peace and security within the framework of mission drawdown and transitions. I urge Member States and regional organizations to acknowledge and support the role women's organizations can play in informing transitional processes. I ask relevant United Nations entities to closely review these situations and plan for the handover of crucial tasks and responsibilities with regard to the human rights of women and girls, and gender expertise to ensure that there is no erosion in the level of attention and to action on these issues.**

62. Consistency is also needed on the part of the international community and leaders in ensuring regular consultations with and systematically inviting women civil society leaders and women's organizations to participate in conflict resolution and peacebuilding efforts, including peace talks, international engagement conferences, contact groups and groups of friends, peace negotiations, national dialogues, donor conferences and other forums created or supported by international and regional organizations, and groups of Member States. **I call upon the international community, regional organizations and Member States to consult with women's civil society organizations early in conflict resolution and peacebuilding endeavours, to provide them with information about conflict resolution processes and to create opportunities for them to participate in a range of roles (as observers and advisers, and in civil society delegations) in conflict resolution and peacebuilding forums. Women's civil society organizations should be supported to participate in peace accord implementation mechanisms, as well as all peacebuilding planning and decision-making processes.**

63. **I call upon my envoys and mediators, and my senior representatives in mission contexts, to consult with women leaders and women's organizations, as well as with women and girls from affected communities, early in peace processes, to set up regular consultations with them, and to encourage and, where appropriate, support negotiating parties to establish forums to enable civil society actors to engage in peace processes.**

64. The growing attention to women and peace and security by international, regional and national human rights mechanisms is welcome and can contribute in significant ways to accelerated implementation of related commitments at the national level. **I call upon Member States to follow up on recommendations put forward by such mechanisms. In particular, in terms of United Nations human rights mechanisms, close cooperation with and full implementation of recommendations issued by the United Nations treaty bodies, special procedures and other mechanisms of the Human Rights Council, including the universal periodic review process, is critical.**

B. Determination in addressing challenges to women's and girls' participation and representation

65. The present report shows that considerable obstacles persist to women's participation and representation in public decision-making in relation to peace and transition processes.

66. I remain fully committed to increasing women's participation and representation in conflict resolution and prevention efforts supported by the Organization. As noted above, there has been progress in increasing the number of women on the roster of mediation experts managed by the Mediation Support Unit, and the number of women among my special representatives and deputy representatives has continued to grow. Many of these women have important mediation or facilitation roles, for example in the Central African Republic, Cyprus and Malawi. Efforts will be made to meet the agreed target of appointing a woman chief mediator to a United Nations-supported peace process. **I encourage Member States and regional organizations that support peace processes to lead by example and appoint more women as mediators, co-mediators and advisers to mediation processes.**

67. I am concerned about the decrease in women's share of Director-level positions in United Nations missions. **I will instruct the relevant United Nations entities to review this situation and provide specific recommendations in consultation with UN-Women.**

68. In relation to post-conflict elections, I call for the application of the full range of measures available to encourage women's participation as voters and candidates. **I call on all Member States and United Nations entities supporting post-conflict elections to continue their efforts to address the gender dimension in all phases of electoral processes. Specific attention must be paid to women's security prior to and during elections. National authorities should consider and adopt different measures, such as temporary special measures, which can be used to increase levels of women's participation as candidates and voters.**

69. Lack of security for women and girls continues to be a major factor inhibiting women's participation in decision-making in conflict and post-conflict settings. **Women human rights defenders are often particularly targeted in situations of conflict. I call upon the Security Council and other relevant bodies to pay especially vigilant attention to ensuring their protection.**

70. The present report demonstrates the importance of gender analysis for ensuring that the human rights and needs of women and girls are addressed in conflict prevention, resolution and recovery efforts. Gender experts can help ensure that a more integrated approach is applied to promoting and protecting the rights of women and girls, including through broadening the traditional framework of analysis to look at longitudinal investments, for example, investment in primary and secondary education for girls so that they are well positioned to take on future leadership roles in their communities and societies. Gender experts can also help ensure that special attention is paid to the rights and needs of vulnerable populations, such as female-headed households, internally displaced women and girls, war widows and women and girls with disabilities. **I urge United Nations entities to embed dedicated sector-specific gender expertise in post-conflict recovery programmes, for instance within the sectors of security, justice, governance, public administration, economic recovery and social services. I**

strongly encourage Member States to ensure the gender-responsiveness of transitional justice mechanisms, including, at a minimum, targeted outreach to women and girl victims of violence, specific measures to protect women and girl witnesses, reparation programmes which benefit women and girls, and explicit references to sexual and gender-based violence in the mandates of transitional justice actors. I shall continue to offer gender expertise to negotiation teams, commissions of inquiry and related investigative bodies.

71. To achieve real impact on the lives of women and girls, interventions require sustained long-term engagement backed by sufficient human and financial resources. The present report has highlighted the vital contributions by women's civil society organizations to conflict prevention, resolution and peacebuilding. However, there is a continued paucity of resources for the development and capacity-building of women's organizations. **I call on the international community to increase the funding and in-kind assistance available to women's organizations during and after conflict to enable them to engage in conflict prevention, resolution and peacebuilding initiatives. I encourage Member States and partners, including the private sector, to establish country-specific or regional funding mechanisms, including trust funds, that target resources to the capacity development of women's organizations and to initiatives implemented by them.**

C. Continued improvement of tracking and accountability systems for the implementation of women and peace and security commitments

72. Tracking the implementation of the Security Council's resolutions on women and peace and security requires investment in mechanisms to exchange information, collect data and review and report on progress. Improving the collection and analysis of sex- and age-disaggregated data can contribute to accelerated implementation of the resolutions, improved coordination and the identification of areas that may need further attention.

73. One third of existing national action plans on women and peace and security are scheduled for review or renewal in the coming year. This presents a major opportunity for sharing good practices and identifying constraints to national implementation of the resolutions on women and peace and security. **I have requested that UN-Women, in partnership with Member States, regional organizations, United Nations entities and civil society organizations supporting the development and implementation of national action plans, conduct a review of national implementation of commitments on women and peace and security, taking into account initiatives to promote implementation at the subnational and regional levels, as well as efforts to integrate commitments on women and peace and security into legislation and policymaking and planning processes.**

74. A growing number of regional security institutions are adopting action plans or strategies in support of the implementation of resolutions on women and peace and security and I note with appreciation that initiatives are under way to establish frameworks for the regular review and monitoring of their implementation at the regional level. **I encourage regional security institutions both to continue strengthening operational tools (guidance, checklists, tracking frameworks, the**

setting of clear targets and timelines, and the establishment of baselines) and to reinvigorate political commitment, determination and conviction at the very highest levels.

75 **I have asked United Nations entities to increase coordination in the development of adequate and flexible gender-responsive monitoring and tracking systems, so that those systems are relevant at the country level, but can be reported on at the global level, including budget gender marker systems.** Particular attention should be paid to ensuring the collection and analysis of sex- and age-disaggregated data, particularly in United Nations-supported initiatives in the areas of short-term emergency employment, economic recovery and infrastructure investments, social service provision, including education and health services, mediation, negotiation, national dialogue and electoral processes, security sector reform, access to justice, and disarmament, demobilization and reintegration.